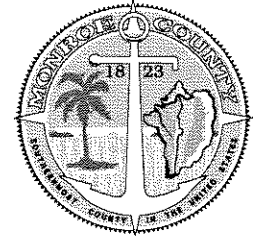


MEMORANDUM
MONROE COUNTY PLANNING DEPARTMENT
We strive to be caring, professional and fair



To: Development Review Committee

Date: March 9, 2007

Meeting: March 19, 2007

From: Joseph Haberman, Planner 
Ralph Gouldy, Senior Administrator of Environmental Resources

RE: *Request for an Amendment to a Major Conditional Use
by the Craig Company on behalf of Island City Flying Service, Inc.
3471 South Roosevelt Boulevard, Key West*

I REQUEST:

A. Proposal:

The Applicant is requesting an Amendment to a Major Conditional Use in order to redevelop a section of the Key West International Airport leased by Island City Flying Service, Inc. The redevelopment proposal involves the demolition of a one-story Fleet Based Operations (FBO) building, consisting of 1,140 ft² of non-residential floor area; the construction of a new two-story FBO building, consisting of 4,380 ft² of non-residential floor area; and the carrying out of associated improvements to the site.

B. Location:

1. Island & Mile Marker: Key West, Mile Marker 0
2. Address: 3471 South Roosevelt Boulevard
3. Legal Description: KW PT SALT POND LTS & LAND MARKED P ON THE S SIDE OF FLAGER AVE OR COUNTY ROAD MEACHAM AIR PORT PT PARCEL 1
4. Real Estate Number: 00064810.000000

C. Applicant:

1. Owner: Monroe County, Florida
2. Lessee: Island City Flying Service, Inc
3. Agent: Barbara Mitchell, the Craig Company

II PROCESS:

Pursuant to Sec. 9.5-69 of the Monroe County Code (MCC), following a review, the Development Review Committee (DRC) shall forward a report and recommendation on a major conditional use application to the Planning Commission. The Planning Commission shall hold a public hearing on the application and thereafter issue a resolution granting, granting with conditions or denying the application.

III PRIOR COUNTY ACTIONS:

Island City Flying Service is the lessee of a section of the Key West International Airport. The company entered into the current contract lease agreement with the Board of County Commissioners on January 20, 1994. The lease was set to terminate on December 31, 2004; however, it has been updated periodically in accordance with the terms of Article 6 of the agreement. The lease was most recently amended on April 18, 2001.

In 1990, the Planning Commission approved a request by Island City Flying Service for a major conditional use permit to construct a 9,575 ft² aircraft maintenance hangar and renovate the existing 1,140 ft² building. The approval was recorded in Resolution No. 24-1990.

In 1999, the Planning Commission approved a request by Island City Flying Service for an amendment to the major conditional use permit to remove nine hangars and one frame structure and construct eleven hangars. The approval was recorded in Resolution No. P6-99.

On August 20, 2006, a pre-application conference involving Planning & Environmental Resources Staff and the Applicant was held to discuss the redevelopment and how the project could remain in compliance with the Monroe County Code. Based on the dialogue of the conference, a Letter of Understanding (LOU) was sent to the Applicant on October 13, 2006.

Following a separate meeting with the Applicant, Peter Horton, Director of Airports, sent a letter to the Applicant on November 29, 2006 providing his support for the construction of the new FBO facility. However, Mr. Horton reserved the right for further review and comment as plans are developed.

IV BACKGROUND INFORMATION:

- A. Size of Subject Property (airport): 11,096,755 ft² (254.7 acres)
- B. Size of Site (leased premises): 258,727 ft² (5.9 acres)
- C. Land Use District: Airport District (AD)
- D. Future Land Use Map (FLUM) Designation: Airport (AD)
- E. Proposed Tier Designation: Tier III

- F. Existing Use: The site is developed as part of the Key West International Airport. Island City Flying Service provides services such as jet fuel sales, flight lessons and aircraft storage. Therefore, all land uses are aviation-related and are classified as

1 light industrial (hangars for aircraft storage and maintenance), commercial retail and
2 office.

3
4 G. Existing Vegetation / Habitat of Site: Developed

5
6 H. Community Character of Immediate Vicinity: The community character of the
7 immediate vicinity is derived from a mixture of land uses, most of which are
8 aviation-related. In addition, there are some other public and institutional uses
9 located in the area that are not related to the airport (a Monroe County Public Works
10 maintenance facility and the East Martello Tower Museum).

11
12 I. Miscellaneous: Key West International Airport is located within the boundary of the
13 City of Key West; however it is legally under the jurisdiction of Monroe County.

14
15 V REVIEW OF APPLICATION:

16
17 The renovation of the 1,140 ft² FBO building in 1990 was approved under a major
18 conditional use permit. Therefore, the proposed reconstruction of the building will
19 require an amendment to the major conditional use permit.

20
21 MCC Sec. 9.5-65 provides the standards which are applicable to all conditional uses.
22 When considering applications for a conditional use permit, the Development Review
23 Committee shall consider the extent to which:

24
25 A. *The conditional use is consistent with the purposes, goals, objectives and standards of the*
26 *comprehensive plan and the land development regulations;*

27
28 The proposed redevelopment is consistent with the purposes, goals, objectives and
29 standards of the AD District and AD future land use category designation.

30
31 Policies from *Monroe County Year 2010 Comprehensive Plan* that directly pertain to the
32 proposed redevelopment include:

33
34 1. Policy 501.1.6: Monroe County shall provide space at public airports for a wide
35 variety of aviation activities in order to provide a wide variety of services to the
36 community.

37
38 2. Policy 501.5.3: All development on and expansions of existing public airports
39 shall be done in accordance with the updated Master Plan of the airport.

40
41 B. *The conditional use is consistent with the community character of the immediate vicinity;*

42
43 The proposed redevelopment would be consistent with the community character of
44 the immediate vicinity. The redevelopment would be compatible with neighboring
45 properties, an area which is primarily composed of aviation-related uses.

- 1 C. *The design of the proposed development minimizes adverse effects, including visual impacts,*
2 *on adjacent properties;*
3

4 The proposed two-story building will be constructed in an area where there are
5 several other large hangars and buildings. As a result, the building will be
6 consistent with the scale of many neighboring structures and its design will
7 minimize adverse effects, including visual impacts, on adjacent properties.
8

- 9 D. *The proposed use will have an adverse impact on the value of surrounding properties;*
10

11 It is not anticipated that the proposed redevelopment will have an adverse impact on
12 the value of the surrounding properties.
13

- 14 E. *The adequacy of public facilities and services;*
15

16 1. Roads:
17

18 Localized impacts and access management: Access to the proposed
19 redevelopment will be from an existing drive. However, the existing entry drive
20 in front of the proposed building will be reconfigured. The reconfigured entry
21 drive and any new curb cuts shall require approval from the County Engineer.
22 In addition, the project may need additional approval from the Florida
23 Department of Transportation.
24

25 The Florida Department of Transportation provided a letter of coordination on
26 November 15, 2006. The County Engineer provided conceptual approval of the
27 project in an email to the Planning & Environmental Resources Department on
28 January 30, 2007.
29

30 Level of Service (LOS): The traffic impact letter that was submitted stated the
31 proposed redevelopment is not anticipated to have an effect on the trip
32 generation and travel patterns associated with the Key West International
33 Airport. The traffic letter was reviewed and approved by the County Traffic
34 Consultant.
35

- 36 2. Stormwater: The Applicant shall coordinate with the South Florida Water
37 Management District and County Engineer to determine compliance with MCC
38 Sec. 9.5-293. The South Florida Water Management District provided a letter of
39 coordination on December 15, 2006. The County Engineer provided conceptual
40 approval of the project in an email to the Planning & Environmental Resources
41 Department on January 30, 2007.
42

- 43 3. Sewer: The Applicant shall coordinate with the Florida Department of Health to
44 determine compliance with MCC Sec. 9.5-294. The Florida Department of Health
45 provided letters of coordination on December 15, 2006 and December 19, 2006.
46

1 4. Emergency Management: The Applicant shall coordinate with the Fire Marshal
2 to determine compliance with the fire code. In a letter to the Applicant from the
3 Monroe County Office of the Fire Marshal, dated November 27, 2006, the
4 Applicant was informed that the Key West Fire Department is the responding
5 agency for fire emergencies at the Key West International Airport and that the
6 project should be coordinated with the Fire Marshal for the City of Key West.
7 The Applicant requested a letter of coordination from the City of Key West Fire
8 Marshal on November 20, 2006.
9

10 F. *The Applicant has the financial and technical capacity to complete the development as*
11 *proposed;*
12

13 Staff has no evidence to support or disprove the Applicant's financial and technical
14 capacity.
15

16 G. *The development will adversely affect a known archaeological, historical or cultural resource;*
17

18 The proposed redevelopment will not adversely affect a known archaeological,
19 historical or cultural resource.
20

21 H. *Public access to public beaches and other waterfront areas is preserved as part of the proposed*
22 *development;*
23

24 The leased section of the subject property is land-locked. Therefore, the proposed
25 redevelopment will not have an adverse impact on public access to a waterfront
26 area.
27

28 I. *The project complies with all additional standards imposed on it by the Land Development*
29 *Regulations;*
30

31 1. Residential Rate of Growth Ordinance (ROGO) (§9.5-120): *In compliance.*
32

33 No residential dwelling units are proposed.
34

35 2. Non-Residential Rate of Growth Ordinance (NROGO) (§9.5-124): *In compliance.*
36

37 The existing one-story FBO building consists of 1,140 ft² of non-residential floor
38 area. The replacement two-story FBO building will consist of 4,380 ft² of non-
39 residential floor area. This will result in an increase of 3,240 ft² of non-residential
40 floor area.
41

42 Based on Article 10 of the contract lease agreement, Monroe County will obtain
43 title of all fixed improvements constructed on the leased premises upon
44 termination of the lease. Key West International Airport is a public airport
45 owned by the county. Therefore, the building is a public facility and is not
46 subject to the NROGO allocation system in accordance with MCC Sec. 9.5-

124.3(a)(3) and Policy 101.3.4 of the Monroe County Year 2010 Comprehensive Plan.

As a note, the Applicant received an exemption from the NROGO allocation system for the new non-residential floor area approved in 1999 under Planning Commission Resolution No. P6-99.

3. Purpose of the AD District (§9.5-223): *In compliance.*

The purpose of the AD District is to prohibit the development of residential, educational or other uses which are characterized by the regular presence of large numbers of people within the hazard areas of civil and military airports.

4. Permitted Uses (§9.5-252): *In compliance.*

Within the property boundaries of public airports, airport uses of 5,000 ft² or more of enclosed space may be permitted with major conditional use approval.

5. Residential Density and Maximum Floor Area Ratio (§9.5-262, §9.5-267 & §9.5-269): *In compliance.*

The replacement FBO building will consist of 4,380 ft² of non-residential floor area. This is an increase of 3,240 ft² of floor area at the airport.

Based on the most recent conditional use approval for the Key West International Airport, approved under Planning Commission Resolution P33-05, there is 185,045 ft² of total floor area on the airport property. Therefore, the total floor area of the airport property will increase by 3,240 ft² to 188,285 ft².

Pursuant to MCC Sec. 9.5-269, in the AD District, the maximum floor area ratio (FAR) for airport uses is 0.10 or 10 percent:

Table 1. Land Use Intensity

LAND USE	FAR	SIZE OF SITE	MAX ALLOWED	PROPOSED	DEV. POTENTIAL USED
Airport Uses	0.10	11,096,755 ft ²	1,109,676 ft ²	188,285 ft ²	16.97 %
TOTAL					16.97 %

6. Required Open Space (§9.5-269 & §9.5-347): *In compliance.*

In the AD District, there is a required open space ratio of 0.20. Therefore, at least 20 percent of the site must remain open space. Open space means the portion of any parcel of land or water which is required to be maintained such that the area within its boundaries is open and unobstructed from the ground to the sky.

The airport property consists of 11,096,755 ft² of land area. Therefore, the amount of open space required is 2,219,351 ft².

1
2 No open space calculations were provided in the application for the entire
3 airport property; however, the most recent conditional use approval for the
4 airport, approved under Planning Commission Resolution P33-05, stated that the
5 airport was in compliance with the open space requirements at that time. The
6 replacement FBO building will be located in an area that is currently impervious
7 due to the presence of the existing building and asphalt paving. Therefore, the
8 proposed redevelopment will not result in a loss of open space and the airport
9 will remain in compliance with the open space requirements.

10
11 7. Minimum Yards (§9.5-281): *In compliance if setback waiver is granted by Planning*
12 *Commission.*

13
14 The required non-shoreline setbacks in the AD District are as follows: Front yard
15 – 200 feet; Rear yard – 200 feet; and Side yard – 200 feet.

16
17 The replacement FBO building will be set back approximately 150 feet from the
18 property line. In addition, the existing paved parking area in front of the
19 building is within the required setback.

20
21 In the application, the Applicant has requested that the Planning Commission
22 grant a setback waiver as part of the conditional use approval. Pursuant to MCC
23 Sec. 9.5-66, the Planning Commission may approve a conditional use permit that
24 modifies or waives the minimum yard requirements provided that the
25 modification or waiver will enhance the ability of the proposed conditional use
26 to meet the general standards set out in MCC Sec. 9.5-65 for all conditional uses.

27
28 The replacement FBO building will not encroach into the required setback any
29 further than the existing building and the existing asphalt parking area will not
30 be expanded. Further, a setback waiver was provided by the Planning
31 Commission under the amendment to a major conditional use permit in 1999.
32 Therefore, Staff supports the granting of a setback waiver for this project as
33 proposed.

34
35 8. Maximum Height (§9.5-283): *In compliance.*

36
37 No building shall be developed that exceeds a maximum height of 35 feet. The
38 proposed building will be thirty (30) feet, eight (8) inches in height.

39
40 9. Surface Water Management Criteria (§9.5-293): *Compliance to be determined by*
41 *South Florida Water Management District.*

42
43 A drainage plan was not submitted with the application. However, the South
44 Florida Water Management District has reviewed the project and based on the
45 information provided, a General Environmental Resource Permit modification
46 will be required from the agency if the proposed work results in a decrease in
47 pervious area.

10. Wastewater Treatment Criteria (§9.5-294): *Compliance to be determined by Florida Department of Health.*

The Florida Department of Health has reviewed the project and concluded that the proposed redevelopment must hook up to the existing central sewer infrastructure located at the Key West International Airport.

11. Fencing (§9.5-309): *In compliance.*

No fencing has been proposed at this time.

12. Floodplain Management (§9.5-316 & §9.5-317): *Compliance to be determined upon submittal to Building Department.*

The property is within a VE - EL 10 zone, a coastal flood zone with velocity hazard. All new structures must be built to standards that meet or exceed those of the MCC for flood protection, including the standards set forth in MCC Sec. 9.5-317(b)(5) which pertain exclusively to coastal high hazard areas.

The elevations indicate that the first floor of the proposed FBO building will be elevated ten (10) feet.

13. Energy Conservation Standards (§9.5-326): *In compliance.*

The redevelopment proposal includes the installation of native plants, which will reduce the requirements for water and maintenance; the installation of several shade trees, which will provide shade for plaza and parking areas; and the provision of structural shading.

14. Potable Water Conservation Standards (§9.5-327): *Compliance to be determined upon submittal to Building Department.*

15. Required Parking (§9.5-352): *In compliance.*

The proposed redevelopment is required to provide the following parking:

Table 2. Off-Street Parking Requirements

SPECIFIC USE	MULTIPLIER	PROPOSED	REQUIRED SPACES
FBO Building (Office)	3 spaces/ 1,000 ft ²	4,380 ft ²	13 spaces
Maintenance Hangar (Office)	3 spaces/ 1,000 ft ²	1,800 ft ²	5 spaces
Maintenance Hangar (Storage)	1 space/ hangar*	4 hangars	4 spaces
Hangars	1 space/ hangar*	18 hangars	18 spaces
Aircraft tie-downs	1 space/ tie-down*	10 tie-downs	10 spaces
TOTAL			50 spaces

* As a note, the land development regulations do not provide a parking standard for this type of use. The parking requirement for each hangar is based on the boat storage parking requirement which is one space per four slips (i.e. hangars and tie-downs)

1
2 According to the site plan, forty-four (44) total off-street parking spaces will be
3 provided, twenty-seven (27) of which are within the leased area and seventeen
4 (17) of which are used under a joint agreement.
5

6 In a letter from Peter Horton, Director of Airports, to the Planning &
7 Environmental Resources Department, it is indicated that sixty (66) parking
8 spaces are being utilized and shared between Island City Flying Service and the
9 20 General Aviation hangar owners at the Key West International Airport. In
10 addition, there is an unpaved area that is used for overflow parking which can
11 accommodate up to twelve (12) vehicles.
12

13 Further, Article 4 of the lease contract agreement states that Island City Flying
14 Service is permitted the use in common with others of the public airport parking
15 area, subject to revenues imposed by the airport.
16

17 *Handicap Parking*

18

19 According to the site plan, (2) two of the off-street parking spaces provided in the
20 leased parking area shall meet the handicap parking design requirements set
21 forth in the Florida Accessibility Code for Building Construction.
22

23 *Bicycle Parking*

24

25 The proposal also includes a bike rack that will accommodate up to eleven (11)
26 bicycles. The provision of bike racks is consistent with MCC Sec. 9.5-352(k),
27 which requires all non-residential development located within 200 feet of an
28 existing or programmed state or county bikeway provide a bicycle rack.
29

30 16. Required Loading and Unloading Spaces (§9.5-354): *Not in compliance.*

31

32 All non-residential uses with 2,500 ft² to 49,999 ft² of floor area are required to
33 have one loading and unloading space, measuring 11 feet by 55 feet. No
34 loading/unloading space is provided.
35

36 17. Required Landscaping (§9.5-361): *Not applicable.*

37

38 18. Required Buffer-yards (§9.5-378 & §9.5-379): *Not applicable.*

39

40 19. Outdoor Lighting (§9.5-391, §9.5-392 & §9.5-393): *Compliance to be determined upon* 41 *submittal to Building Department.* 42

43 20. Signs (§9.5-404 & §9.5-405): *In compliance.*

44

45 No signage has been proposed at this time.
46

21. Access Standards (§9.5-421 & §9.5-427): *Compliance to be determined by Florida Department of Transportation, County Engineer & County Traffic Consultant.*

The Florida Department of Transportation has reviewed the project and determined that if the site is to be redeveloped or its use is to be changed, the proposed redevelopment will require an access permit and a drainage permit from the Florida Department of Transportation. In addition, the County Traffic Consultant has reviewed the project and requested that a revised site plan be provided showing clear site triangles and vehicle maneuverability.

22. Traffic Study (§9.5-426): *In compliance.*

The traffic letter dated December 15, 2006 indicated that there is adequate traffic capacity for the redevelopment and its findings were approved by the County Traffic Consultant.

23. Chapter 533, Florida Statutes: *In compliance.*

The proposed building is handicap accessible by providing an elevator and two handicap parking spaces in close proximity to the entrance.

VI RECOMMENDED ACTION:

Staff recommends APPROVAL to the Development Review Committee and Director of Planning & Environmental Resources if all the following conditions are met:

- A. Based on Article 10 of the contract lease agreement, Monroe County will obtain title of all fixed improvements constructed on the leased premises upon termination of the lease. Therefore, the increase in floor area is not subject to the Non-Residential Rate of Growth Ordinance (NROGO) and it may not be converted into a non-public use without permit approvals and a NROGO application for and receipt of a non-residential floor area allocation.
- B. Prior to the public hearing by the Monroe County Planning Commission, the Applicant shall submit a revised site plan showing the locations of the loading/unloading zone, outdoor lighting, solid waste storage and fire hydrants/ fire wells. In addition, as requested by the County Traffic Consultant, the revised site plan must also show clear site triangles and vehicle maneuverability.
- C. Prior to the issuance of a signed Resolution by the Monroe County Planning Commission, the minimum yard requirements must be waived by the Planning Commission in accordance with Section 9.5-66 of the Monroe County Code.
- D. Prior to the issuance of a building permit, the Applicant shall receive all necessary approvals from the South Florida Water Management District and if necessary shall submit a drainage plan.

1
2 E. Prior to the issuance of a building permit, the Applicant shall receive all
3 necessary approvals from the Floodplain Manager.
4

5 F. Prior to the issuance of a Building Permit, the development shall be found in
6 compliance by the Building Department, the County Engineer, the Fire Marshal
7 for the City of Key West and Florida Department of Health.
8

9 VII PLANS REVIEWED:
10

- 11 A. Shadow Study (A-001) by Hayes | Cumming Architects, dated December 13, 2006;
12 B. Shadow Study (A-002) by Hayes | Cumming Architects, dated December 13, 2006;
13 C. Airport Site Plan (A-003) by Hayes | Cumming Architects, dated December 13, 2006;
14 D. Architectural site Plan (A-101) by Hayes | Cumming Architects, dated December 13,
15 2006;
16 E. Floor Plans (A-102 & A-103) by Hayes | Cumming Architects, dated December 13,
17 2006;
18 F. Exterior Elevations (A-201) by Hayes | Cumming Architects, dated December 13,
19 2006;
20 G. Building Sections (A-301) by Hayes | Cumming Architects, dated December 13, 2006;
21 H. Boundary Survey by Frederick H. Hildebrandt, dated November 7, 2006; and
22 I. Traffic Letter by Carter & Burgess Inc, dated December 15, 2006.